

CITY-COUNTY COMMON

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County Commissioners
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Mayor
(402) 441-7511

City Council
(402) 441-7515

A G E N D A

CITY-COUNTY COMMON MEETING

Tuesday, December 7, 2004 - 8:30 a.m.
County-City Building, Room 113

- I. MINUTES**
 - a. Common Meeting on October 4, 2004
 - b. Super Common Bus Tour on October 21, 2004
- II. 8:30 a.m. BRIEFING ON AIRPORT WEST SUBAREA PLAN**
- Duncan Ross, Planning Department
- III. 9:15 a.m. RURAL TO URBAN TRANSITIONAL STREET SYSTEM (RUTS) - County Board**
- IV. 9:30 a.m. MOTORSPORT TASK FORCE UPDATE - Darl Naumann, Economic Development Coordinator**
- V. 9:45 a.m. COMMON BY-LAWS UPDATE (See Attached) - Kerry Eagan, County Chief Administrative Officer**
- VI. PROPOSED MEETING SCHEDULE FOR 2005 (See Attached)**
- VII. ELECTION OF 2005 CHAIR & VICE CHAIR**
- VIII. ADJOURNMENT**

MINUTES
CITY-COUNTY COMMON
Tuesday, December 7, 2004 – 8:30 a.m.
County-City Building, Room 113

County Commissioners Present: Deb Schorr, City-County Common Chair; Ray Stevens and Bob Workman **Absent:** Bernie Heier and Larry Hudkins

City Council Members Present: Patte Newman, City-County Common Vice Chair; Jon Camp and Ken Svoboda **Absent:** Jonathan Cook, Glenn Friendt, Annette McRoy and Terry Werner

Others Present: Mayor Coleen Seng; Mark Bowen and Corrie Kielty, Mayor's Office; Kerry Eagan and Gwen Thorpe, County Board Office; Marvin Krout, Steve Henrichsen, Duncan Ross, Mike DeKalb and David Cary, Planning Department; Karl Fredrickson, Public Works; Darl Naumann, Economic Development Coordinator; Carol Connor, Libraries; and Cori Beattie, County Board Secretary

MINUTES

By direction of the Chair, approval of the minutes was postponed since a quorum was not present.

AIRPORT SUBAREA WEST PLAN UPDATE

An Executive Summary on the Airport West Subarea Plan was distributed. **(See Exhibit A.)** Krout noted a number of studies were recently performed in this area, one being the Airport Noise Study, which reflected changes in allowable land uses based on a change in the noise contour. Additionally, the Lincoln Municipal Airport hired consultants to do a development plan for the area. They considered such things as the alignment of N.W. 48th Street, the future development of industrial land and environs protection on the west side of the airport from the future encroachment of residential uses. Krout said a previous report indicated a lack of large-scale industrial land use in the area, but, opportunities may soon become available as water and sewer will be run to the area in the near term.

(Svoboda arrived at 8:35 a.m.)

It was noted this item would be on the Planning Commission's agenda tomorrow and will then be forwarded to the City Council and County Board for formal adoption as an element of the Comprehensive Plan.

Ross said other important items, such as the coordination of a new school site with Lincoln Public Schools and the location of city services, must be considered when developing the subarea plan. He also mentioned the possibility of a joint-use facility which could encompass a school, recreation center, library and/or other public or non-profit uses in one locale.

Ross stated alternatives "A", "B" and "C" were discussed at a neighborhood meeting in August of this year. The meeting included many comments from residents and property owners in the area regarding such things as transportation and land uses. After this meeting, Alternative "D" was developed and is now referred to as the "preferred plan." This plan does include an additional option for N.W. 48th Street between W. Adams and W. Cuming Streets - the realignment of N.W. 48th Street to the east approximately two blocks. It also redesignates the land use between the roadways from industrial to commercial. He said this was perhaps the most controversial element of the plan.

Ross highlighted the major elements of the subarea plan (see page two of Exhibit A.) With regard to the proposed new industrial and employment center along Interstate 80 and the N.W. 48th Street interchange, it was noted 600 new acres would be allocated for industrial development and 200 for commercial development. Additionally, the Lincoln Airport Authority will need direction on new roadways as they plan for future development. New affordable housing has also been identified for the near term on the old "Huskerville" property at N.W. 48th and W. Cuming Streets.

Ross noted residents in the area are very interested in the plan. They would like to see grocery stores, banks, etc., included. He said some development may include these items but to date, there have been no commitments.

With regard to the potential realignment of N.W. 48th Street, Ross said staff will continue to listen to property owner concerns. There is currently nothing in the plan which precludes the alignment to revert back to N.W. 48th Street from N.W. 46th Street if deemed feasible.

It was also noted a number of other proposed area roadways will be added to the Comprehensive Plan and Long Range Transportation Plan upon approval by elected officials.

(Mayor Seng arrived at 8:49 a.m.)

Ross said some property owners are concerned with the N.W. 40th/38th Street project. This road would be a minor, parallel arterial road from W. "O" Street to U.S. Highway 34. It would provide long-term capacity improvements as the area is developed and N.W. 48th Street becomes more heavily traveled. It could also be a potential route for truck traffic. He noted residents in the Ashley Heights neighborhood would prefer that this road be moved further away from them.

Camp questioned overall transportation routing, including N.W. 40th Street south of "O" Street. Ross said he was not sure of the latest information but indicated S.W. 40th Street to W. "O" Street was in the plan. The City is working on new bridges and a viaduct. This would tie into a future alignment with N.W. 40th Street, although, he did not envision N.W. 48th Street being replaced as the major arterial.

Stevens said the Railroad Transportation Safety District recently discussed S.W. 40th Street from W. Van Dorn to W. "O" Street. In looking at this stretch, he felt it did not make a lot of sense to spend \$16 million on the project if the road dead-ends at W. "O" Street. The large expenditure would look better if the road were tied into a new major arterial which would eventually serve Airpark. He did point out the bulk of the cost (\$7 million) would be the City's responsibility. It was also noted the preliminary plan would call for the closing of S.W. 40th Street at the railroad tracks for 3-4 years. Stevens had serious questions and reservations about doing so, but, realized the benefit of having a second major arterial in the area.

Camp questioned the cost of crossing over Interstate 80 to connect S.W. and N.W. 40th Streets. Henrichsen said Public Works did a cost estimate but he was unsure of the exact dollar amount. Ross estimated that amount to be in the millions of dollars. Mayor Seng said it would be helpful to have a map of what S.W. 40th Street would look like all the way across. Ross said he would forward a map to officials along with a memo regarding the cost of an overpass.

Stevens said S.W. 40th Street improvements were estimated by Public Works to be a 25-year solution to traffic movement in the area, while N.W. 48th Street or N.W. 56th Street improvements would be closer to a 50-year solution.

Camp agreed that \$16 million is a lot to spend. He wondered whether S.W. 48th Street should become the main emphasis with possible back-filling of S.W. 40th Street in the future. Workman noted S.W. 48th Street would add more expense due to the distance and the wetland considerations. Camp said the interchange at Interstate 80 would save some dollars. Stevens said there are two railroad tracks which split directions just west of S.W. 40th Street. Using either S.W. 56th Street or S.W. 48th Street would cause the need to span these tracks at yet an additional cost. Camp thought it would be beneficial to review the big picture at a future Common meeting.

With regard to Interstate 80, Schorr questioned at what point it goes from four to six lanes. Fredrickson said the initial project begins at N.W. 56th Street and runs clear to Omaha. The long-term plan calls for six lanes all the way to Grand Island.

Camp asked how many housing units are presently located in the area and how many would be built in the future. Ross said there are 1900 current homes, 1300 in various stages of construction and room for 3000 more for a total of 6,200 over the next 25 years.

Mayor Seng said this project has been an enormous undertaking as the area did not have good planning in the past. In reference to N.W. 40th Street, she questioned whether some type of internal street will still be needed if changes to the south end up costing too much. Ross agreed. He stressed the importance of a separate connection at W. "O" Street in the area of N.W. 48th Street as, over the life of the plan, this interchange will reach 30,000 vehicles per day. Another north/south arterial would definitely help relieve this traffic flow.

RURAL TO URBAN TRANSITIONAL STREET SYSTEM (RUTS)

Fredrickson distributed copies of pages 23-25 of the Streets, Roads and Trails (SRT) Committee Interim Report. **(See Exhibit B.)** He gave an overview of how the RUTS concept would work. The existing difficulty is that the County has two-laned, asphalt roadways which are centered in the right-of-way. As the City grows, the only way to do improvements on these roads is to shut them down to traffic while they are constructed to City standards. As staff began looking at ways to better use resources, one suggestion was to attain future right-of-way early, i.e., at farm ground prices versus development prices. Another suggestion was to have developers initially grade their sites to the City's roadway grade. Thus, the basic concept is for the County and City to have shared engineering standards for such things as drainage, hydrology, etc., which would better fit future urbanization.

To accomplish these standards, Fredrickson said the County could move the laying of its asphalt or gravel over so that the end of the road would be at the center, rather than

centering it in the right-of-way. The County could also buy the City right-of-way within tiers at a lesser cost. When the area is annexed, the City would construct two lanes of concrete curb and gutter in its permanent location along the side of the County's asphalt. This could be done while traffic is still utilizing the other side of the road and would then provide for four lanes with the asphalt being retained as long as possible. Fredrickson noted while there are still some details to work out, this concept is being used at S. 98th Street & Old Cheney Road.

An agreement between the City and County has been drafted and is awaiting editing by Fredrickson. It will then be forwarded to County Engineer Don Thomas for further review. In response to Stevens' inquiry regarding whether the attorneys have reviewed the draft agreement, Fredrickson said they have not seen the latest version but did work on the original draft. He hoped to have the document to officials for final approval in January or February.

Mayor Seng said this concept was developed by former City Council Members and County Commissioners at the SRT Committee meetings. She felt it is a helpful solution for everyone during tight budget times.

Schorr asked what section of 98th Street will be implemented first and where else might this concept be used. Fredrickson said the section includes 98th Street from Old Cheney Road to Pine Lake Road. The County is also working on future design plans for the area north and south of this location.

Stevens said he appreciated the Mayor convening the SRT Committee as it is a great example of peopling working together and thinking outside the box. He questioned how RUTS roads will be designated. Fredrickson said this is included in the draft. All section lines and some half-section line roadways will be reviewed. Staff is also looking at in which growth tier should this concept be applied. He stressed the concept is a long-term solution.

Camp wondered if this concept could also serve as a beautification project. Fredrickson said he thought this was part of the idea. For example, trees could be planted farther back so they would not be disturbed when concrete was added.

Schorr asked for an update on S. 84th Street. Fredrickson said there are a lot of unhappy people due to the traffic changes. The contractors did some partial paving last weekend but the weather did not fully cooperate, thus, the project is moving along a little slower than planned. More roadway will likely be paved this week to allow traffic to open up to the west. By December 17, vehicles should be able to go east/west on Pioneers and turn north on 84th Street. He added it will be a difficult winter for those south of Pioneers Boulevard.

MOTOR SPORT TASK FORCE UPDATE

Naumann provided a brief synopsis of Task Force events. Three meetings have been held by direction of the County Board. The group's charge is to explore the financial cost and benefit of having a variety of motor sports activities in the Lincoln-Lancaster County area.

Motor sport activities in similar-sized counties have been researched. A survey has also been sent to enthusiasts to see how much interest there is in activities such as motor cross, drag racing, go carting, shifter carts, jet skis, etc. Naumann noted other communities have

incorporated these activities into a motor sports megaplex. He estimated 240 acres would be needed to accommodate such a facility.

The survey is being done in cooperation with the Convention & Visitors Bureau (CVB) and the Lincoln Partnership for Economic Development. A new financial program purchased from Georgia Tech University is being used. Once the data is collected, it will be placed into a matrix which will provide the financial analysis.

Workman inquired about Task Force attendance. Naumann said attendance has been good. He noted the following members: Annette McRoy, Lincoln City Council; Mary Bills Strand, Planning Commission; Jeff Maul, CVB; Mick Hutcheson, Dave Murphy, Kent Seacrest, Carol Brown, Rick Wallace, Mike DeKalb, Planning Department and himself. Other motor sport enthusiasts also attend regularly.

Stevens clarified if such a complex was located within the City's zoning jurisdiction, it would require industrial zoning and a special permit. On the other hand, if it was located in the County, it would require only a special permit. Naumann said that was his understanding.

Workman inquired whether any areas in the City or County have shown promise for such a complex. Naumann said nothing has been identified yet. He added there are many enthusiasts in surrounding counties who are looking to attract a similar megaplex.

Schorr asked Naumann to return in three months for another update.

(Workman left at 9:30 a.m.)

PROPOSED MEETING SCHEDULE FOR 2005

The following changes were approved:

1. Move February meeting to **Tuesday, February 8, 2005** at 8:30 a.m. (Immediately following Joint LPS/City/County meeting scheduled at 7:30 a.m.); and
2. Move July meeting to **Tuesday, July 12, 2005** from 4:00 to 8:30 p.m. (Common budget hearings).

There was discussion about starting the Tuesday morning Common meetings at a later time as Councilman Friendt teaches a class at UNL and the City Council has difficulty reaching a quorum. Svoboda said Friendt's conflict would only come into play a couple months next year as school would not be session on January 4th (the next Common meeting date) and Mr. Friendt would no longer be on the Council after May. Thus, by direction of the Chair, the starting time went unchanged.

ELECTION OF 2005 CHAIR & VICE CHAIR

By direction of the Chair, this item was postponed to the January agenda since a quorum was not present.

COMMON BY-LAWS UPDATE

Eagan said after doing some research, it was discovered that Common by-laws were never formally adopted. His draft version was based off the original proposed by-laws from 1975. A Super Common provision was added, as was a statement of purpose. Copies of the draft by-laws have been forwarded to the City and County Attorneys for review after which they will be placed on the City Council and County Board agendas for approval. With regard to future by-laws amendments, it was noted they would first be presented to the Common prior to being forwarded to the City and County for action.

Eagan added while there is no interlocal agreement creating the Common, he did not know if one was necessary as the City Council and County Board really do not transfer any powers to the Common. He felt the by-laws are probably sufficient.

Camp envisioned a consolidated government in the future and felt these by-laws would be laying some of the foundation to get to that point. He encouraged his colleagues to consider the possibility.

Schorr thanked Eagan for his work on the by-laws.

Stevens said he did not know whether Common meetings were important, but, obviously they are not important to a majority of the City Council. He wondered whether the Common should continue to meet at all if the City Council is not going to participate. Newman felt the Common meetings are important as oftentimes staff jointly briefs the City and County on items of mutual interest. She said she, Camp and Svoboda would discuss the issue with their colleagues. Svoboda agreed that the meetings are valuable. He suggested an attendance poll be taken a few days before a meeting to assure a quorum would be present. Newman said another option might be to meet every other month. Schorr said she appreciated the discussions and interactions which occur between the bodies at Common meetings. Svoboda said the congeniality between the City Council, County Board and other groups makes for successful leadership. Mayor Seng agreed and said taxpayers are better served by everyone working together, particularly in a growing community such as Lincoln. Camp added it was a good move to televise these meetings so the citizens have the opportunity to see this interaction.

Staff was directed to confirm that a quorum of both the City Council and the County Board would be present at each Common meeting. Beattie noted that City Council Secretary Joan Ray will be staffing the meetings for 2005.

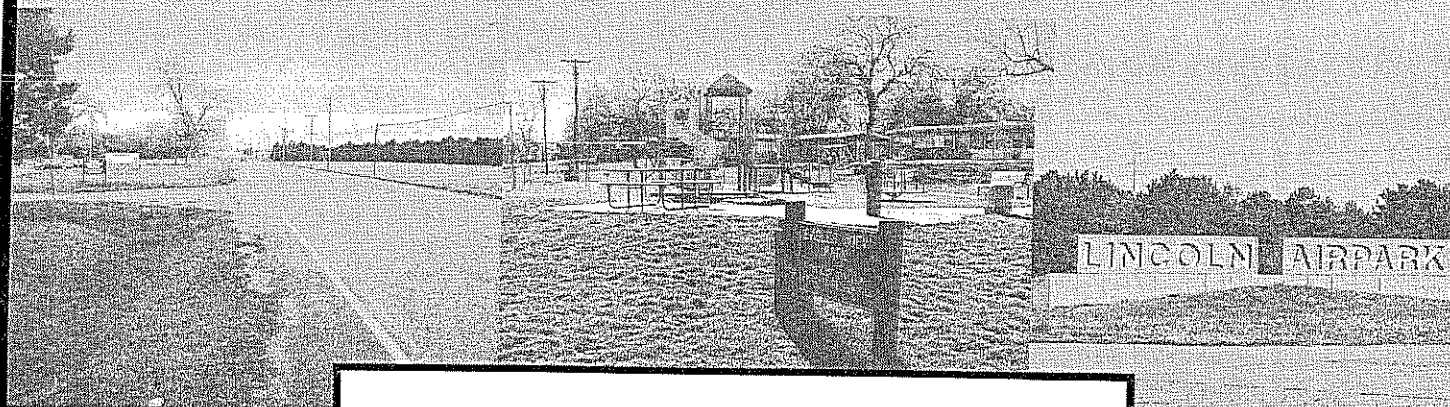
There being no further business, the meeting adjourned at 9:50 a.m.

Submitted by,



Cori R. Beattie
County Board Secretary

Airport West Subarea Plan



Executive Summary

November 2004



Executive Summary

The **Airport West Subarea Plan** is important to the future development of northwest Lincoln and to the community as a whole. This Subarea Plan identifies a number of transportation, infrastructure and land use changes as well as identifying potential partnerships for public service agencies. The approval of this Subarea Plan is critical in providing guidance for a number of private and public entities involved in future developments, infrastructure, and facilities in the subarea.

The community has an opportunity to provide a distinct impression of its desired future for this subarea. The vision of this Subarea Plan is one that retains residential character of the subarea, while providing for well planned industrial and employment opportunities, with timely provision of public infrastructure and services.

Major Elements of the Subarea Plan

Major accomplishments of the Airport West Subarea Plan include:

- ★ Identification of land for **new Industrial and Employment Center** along Interstate 80 centered on the NW 48th Street interchange. Nearly 800 acres north of I-80 are shown for future commercial and industrial uses in well planned and landscaped Industrial Park setting.
- ★ Continued development of the **Air Park West Industrial Park**, including potential new roadways and road alignments to better serve and facilitate development of this land by the Lincoln Airport Authority.
- ★ Identification of land suitable for a **public-private partnership to bring new housing** to the old "Huskerville" area at NW 48th and West Cuming in the near-term.
- ★ A preferred location west of NW 56th and south of West Adams for a **potential Joint-Use Facility**, that is under discussion with Lincoln Public Schools, Parks and Recreation, Lincoln City Libraries, Lincoln Housing Authority, and other agencies.
- ★ A **potential realignment of NW 48th Street**, from West Adams to West Cuming, to the east at NW 46th Street. This could provide a better transition to residential uses in Arnold Heights and allow better access and visibility for Air Park West commercial and industrial uses. The corridor also provides a better corridor for widening this street to 4 lanes in the future. A number of alignments were evaluated, and this plan contains the preferred alignment for NW 48th Street.
- ★ An alignment for West Superior to West Cuming, from NW 70th to NW 48th, concluding a study called for in the Comprehensive Plan.
- ★ A new minor arterial street, NW 40th/38th Street, from West "O" Street to US Highway 34, to provide better access and a potential route for truck traffic and service to Air Park West.
- ★ A new overpass of Interstate 80 at NW 40th Street in order to provide additional access and movement within the subarea.

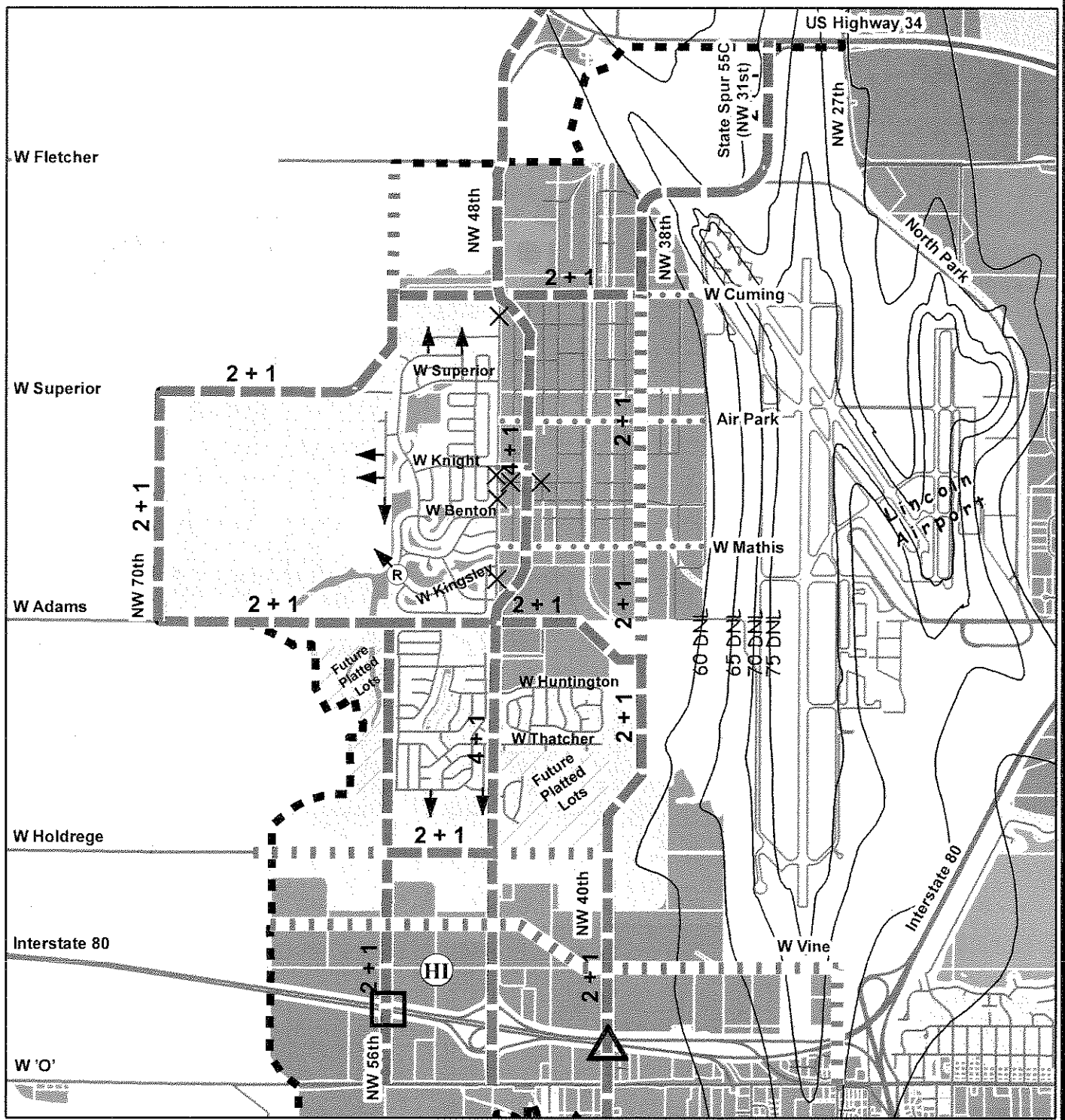
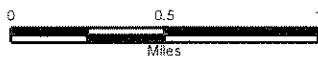


Figure 2 (Exhibit A - #04021):
Proposed Airport
West Subarea Plan

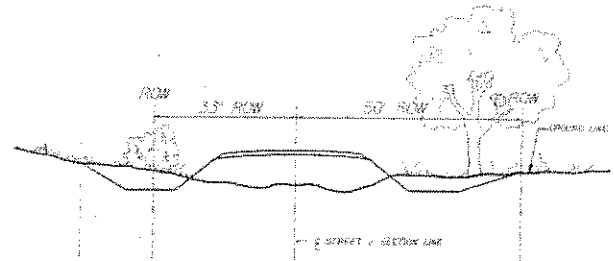


- ▲ Future Street Extension
- (R) Future Road Connection to be Completed
- X Future Road Closing
- △ Potential Grade Separation
- Potential Overpass Improvement
- Arterial Street (Proposed)
- Collector Street (Proposed)
- New/Improved Local Road
- Future Service Limit

- Public & Semi-Public
- Lakes & Streams
- Environmental Resources
- Green Space
- Agricultural
- Residential, Low Density
- Residential, Urban
- Agricultural Stream Corridor
- Commercial
- Industrial

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- Right-of-Way (ROW) Standards and Acquisition** – Because of the traffic demands placed on streets and roads in each jurisdiction, the City and County have varying right-of-way standards. Most County section line roads have traditionally used a 66 ft. ROW. As traffic increases and safer roadway designs are called for, Lancaster County will seek to expand the ROW to 100 ft. This additional right-of-way is often acquired by Lancaster County either through direct purchase or through dedication by the adjacent property owner.



TYPICAL
RURAL ROAD

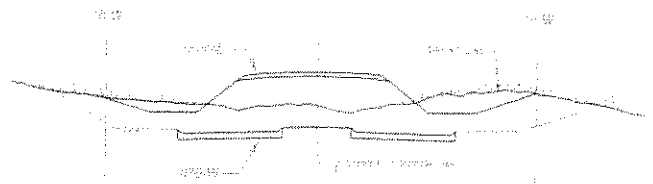
City streets, on the other hand, demand an even wider ROW to ensure driver safety, to accommodate higher traffic volumes, and to house other public infrastructure (such as utilities, sidewalks and trails, and landscaping.) The City's ROW standard for arterials is typically 120 ft. for newer areas, with 130 ft. sought at major intersections. The cost of acquiring this additional ROW can become very expensive as urban uses take hold and the land values rise.

Thus as a means for reducing public costs over the long term, the City and County are exploring ways to acquire the full 120 ft. of ROW needed for urban streets well in advance of urbanization. This would allow the City and County to purchase land for right-of-way at lower rural prices.

This approach, however, requires funds be made available well in advance of any actual city road project. The cost savings is realized in the long term as the right-of-way will be in place when the urban roadway needs to be constructed by the City in the future.

- Roadway Grading Standards** – Grading for a rural road is very different from that of a city street. The rural road is typically higher in the middle to drain water off the road's surface into adjoining open ditches. The city street – because of stormwater and traffic safety requirements – is likely to be less arched and is designed to drain surface water into a system of curb, gutters, and stormwater pipes.

Added to this situation are grading standards for how the road follows the natural topography of the land. Rural roads – in Nebraska especially – tend to mimic the natural “ups-and-downs” of the rolling country side. City streets, on the other hand, need to follow flatter profiles so that traffic flows more smoothly and conflicts are minimized.



WHEN URBAN MEETS RURAL

The grading costs between a rural road and a city street can be substantial. The natural flowing profile of a rural road demands much less grading and earth moving. Also, waiting to establish the proper road alignment after urbanization occurs creates other development design problems, such as establishing driveway and street locations, the need for expensive retaining walls, pedestrian access concerns, and problems of on-site grading for adjacent subdivisions.

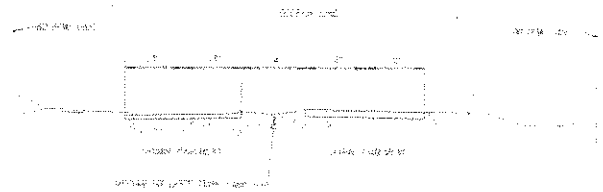
In short, the earlier that the alignment and profile of a future roadway can be set, the lower the ultimate cost to both the public and private sectors as the City grows and new development takes place.

- **Prolonging Pavement Life by Using Off Set Roadways** - County roads, when properly maintained, have a projected life of many, many years – in some cases even decades. It is to the tax payers benefit to ensure that this investment is utilized to its fullest. If a county road having many remaining years of usable service must be torn out to install a city street, that remaining service life is lost and public funds are squandered. The most prudent policy would be to ensure that no portion of the county road’s service life is lost but rather is built into a workable roadway design scheme.



THE FUTURE
PHASE I - 24' RURAL PAVING

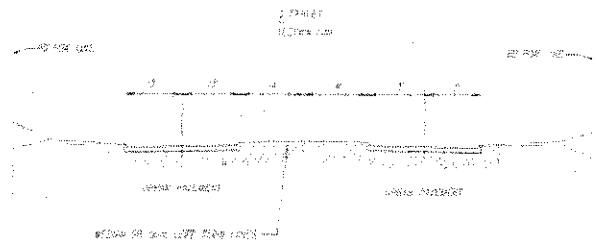
One suggested means for maximizing the investment in rural roads is to "off set" the road's construction. The middle point of most roads and streets are typically placed on what is called the "center line." This is the point generally at the center of the right-of-way. For example, within a 100 ft. ROW, the "center line" would be placed 50 ft. from both edges, thus splitting the ROW in half.



THE FUTURE
PHASE II - ADD 2 URBAN LANES

Under a traditional design, the center of the rural roadway would be placed on the "center line," with the pavement for the road surface itself extending outward from that point by perhaps 12 to 13 feet. At such time as the roadway is upgraded to a city street, this pavement would need to be removed, the surface re-graded, and a new urban section installed. If there is any useful life left in the rural roadway, it is of course lost when the pavement is removed.

An alternative design would shift the rural roadway to one side or the other of the available right-of-way. The edge – rather than the middle – of the pavement would likely fall on or near the "center line," thus leaving the remaining ROW unencumbered for future street construction.



THE FUTURE
PHASE III - 4 LANE SECTION WITH 28' MEDIAN

As the demands of urban traffic grows, a city-style street can then be built adjacent to the rural roadway in the available right-of-way. This not only allows for the fuller use of rural roadway but also permits traffic to continue to move through the area even when the new roadway is being constructed – thus minimizing traffic disruption to the traveling public.